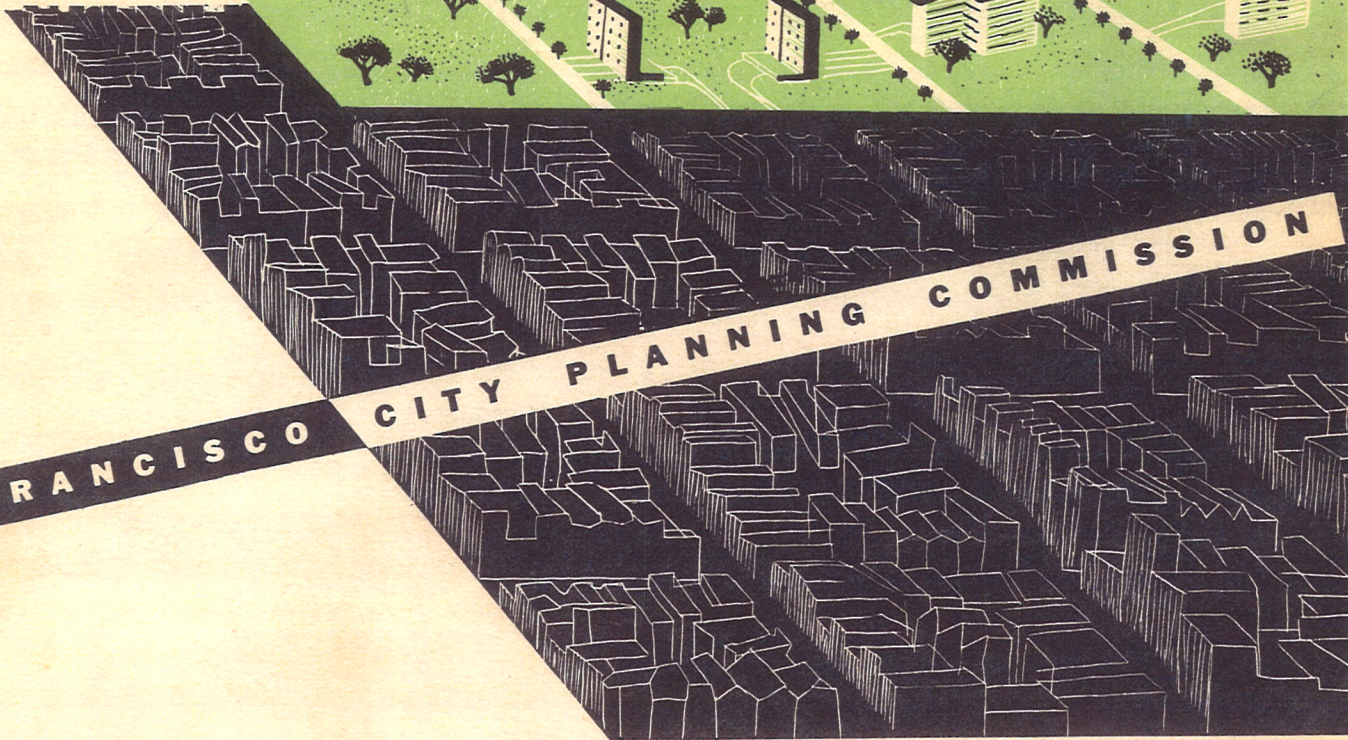
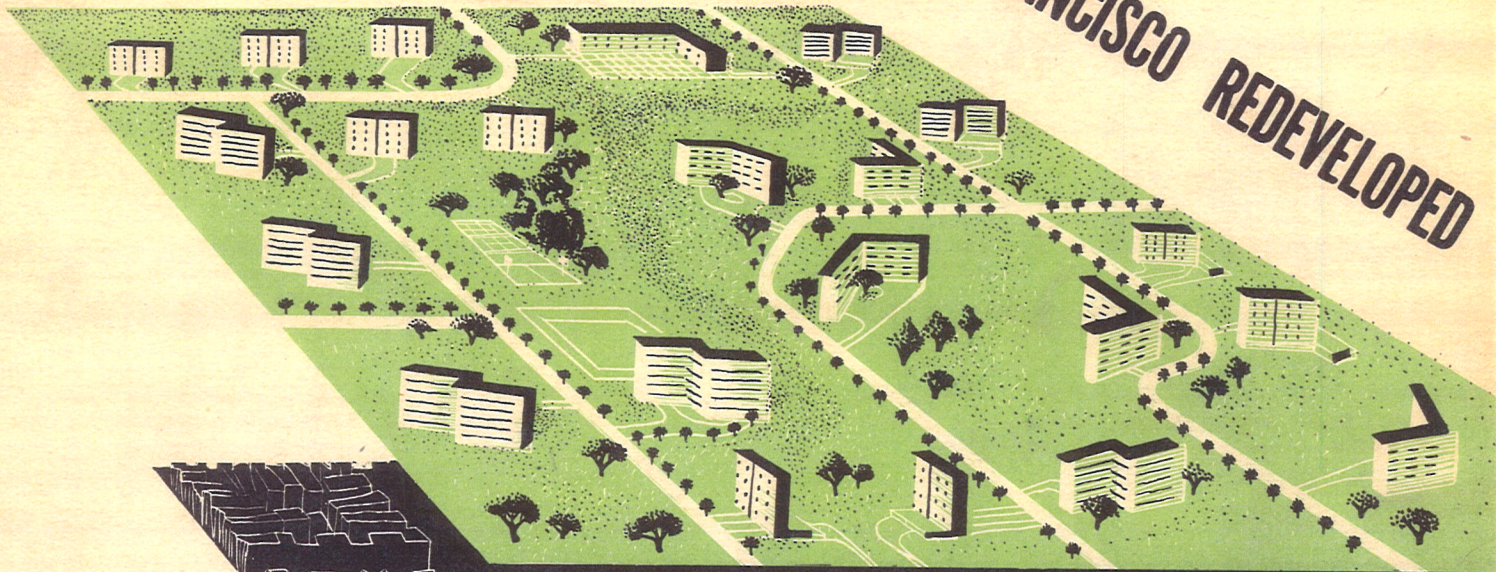


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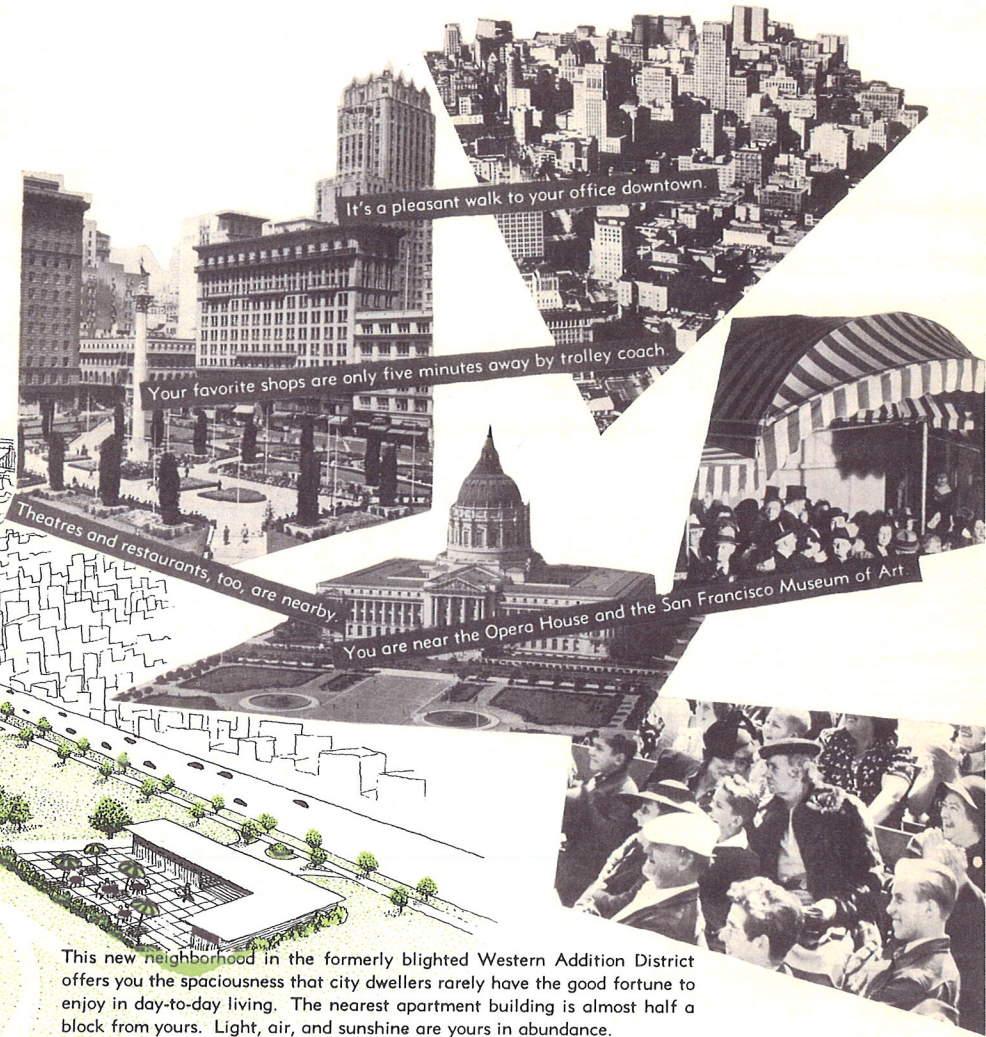
Replanned and rebuilt under the Community Re-development Act of 1945, the blighted Western Addition District would become one of San Francisco's most attractive residential areas.

CITY LIVING AT ITS BEST

You get a view of tomorrow from this San Francisco apartment. From the balcony you can see the island-studded bay, the four silver towers of the Bay Bridge, the precipitous streets of Nob Hill and Russian Hill, the wooded mane of Buena Vista Park, all the familiar landmarks, but beneath your balcony lies a new San Francisco, a city that fulfills the promise of its incomparable site.

It is a green city. Broad lawns, trees, flowers, ample terraces form a setting for your ten-story apartment house. You look down on tree-lined walks and attractive spots for relaxation. One of the walks leads to a recreation area in which there are tennis and badminton courts, inviting you to join the neighbors in a brisk game next Saturday afternoon.

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This new neighborhood in the formerly blighted Western Addition District offers you the spaciousness that city dwellers rarely have the good fortune to enjoy in day-to-day living. The nearest apartment building is almost half a block from yours. Light, air, and sunshine are yours in abundance.

This is urban living at its best—all the beauty and restfulness of the suburbs combined with all the advantages of "the City."

RECLAIMED FROM BLIGHT

Turk Street

McAllister Street

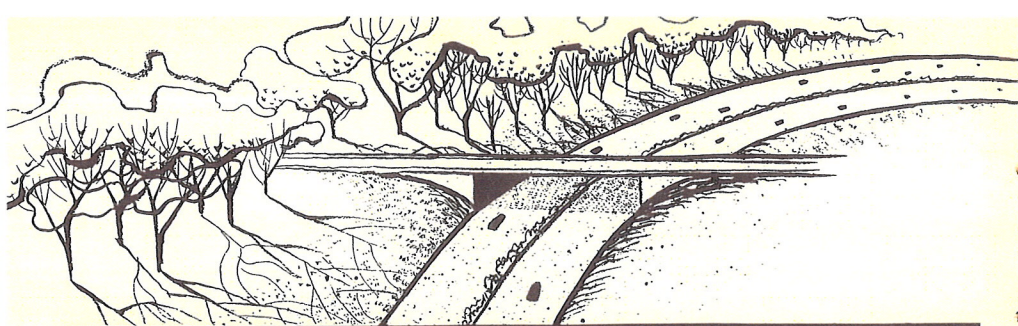
Webster Street

The new San Francisco, planned for better living, replaces the dilapidation and disorder of more than half a century. The rigid street system, with its death-trap intersections, is reorganized, simplified. The indiscriminate mixture of commercial, industrial, and residential structures that is the disease of blighted areas is nowhere to be seen.

In this new city of space and living green there are no densely built-up blocks. Here no families live in murky cubicles, damp basements, rooms that are hardly more than closets. Public health nurses find no overcrowded households, no children or young people sleeping in the same room with victims of tuberculosis. Nor do building inspectors discover unvented heaters, termite-riddled floors and walls. No conflagrations menace whole blocks of firetraps.

Gone are the disreputable joints, the so-called smoke shops, the "hotels," and pool hall hangouts known to the police. Gone, too, are the alleys in which juvenile gangs plotted mischief that sometimes ended in murder.

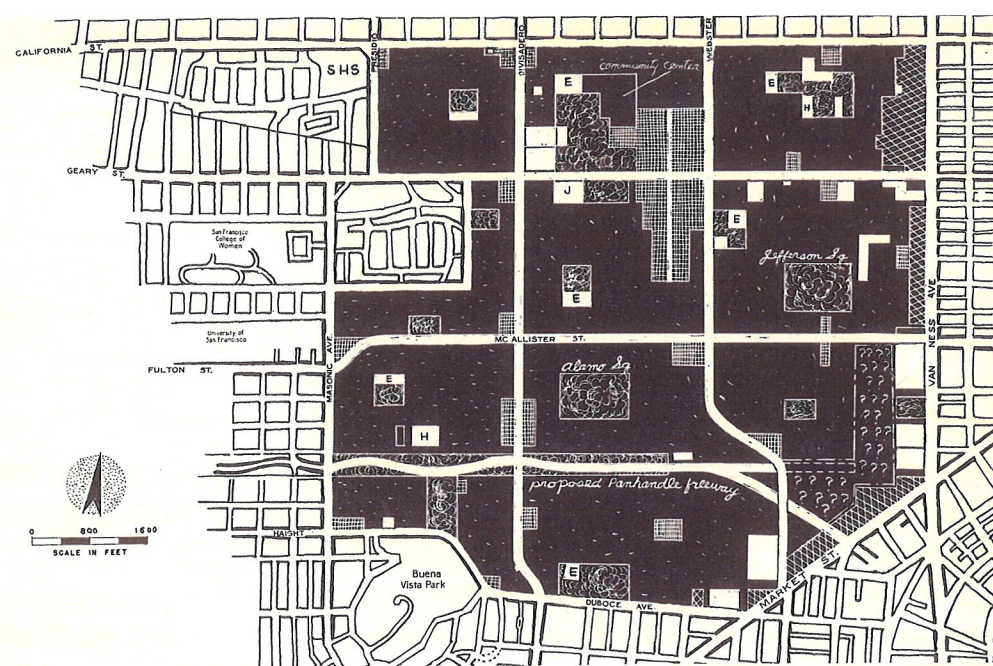
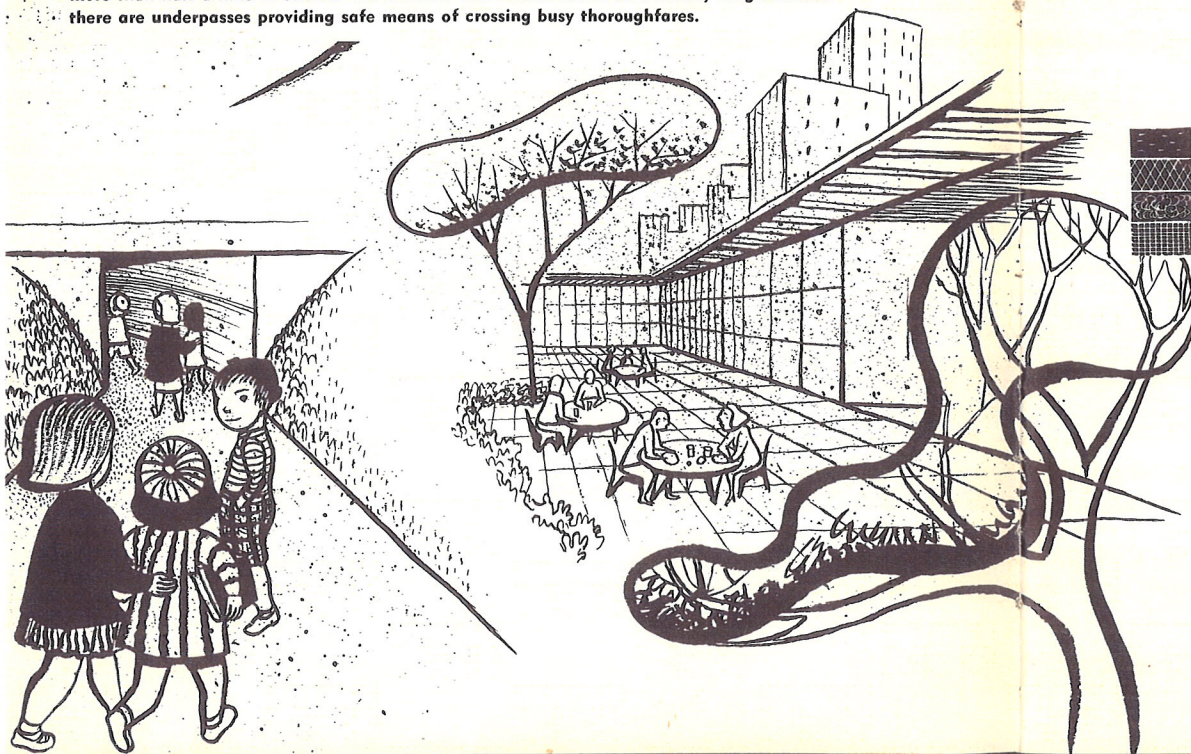
In the new neighborhoods of the Western Addition District the cost of municipal services is less than half what it formerly was. But San Francisco counts its gains in more than money—in greater civic pride, in better health, in lives saved.



A PLAN TO MEET THE NEEDS OF PEOPLE

Whether you think of the new San Francisco as a group of neighborhoods within a framework of major traffic and transit streets or as a system of major streets bounding and linking together various neighborhoods, all the parts of the city relate to one another as neatly as the parts of an efficient mechanism or living organism. Each boulevard, each neighborhood has been conceived as part of a Master Plan.

The plan grew from the desire to meet the needs of people. Each neighborhood in the redeveloped Western Addition District, for instance, has its conveniently located shopping facilities and a park for the enjoyment of its residents. Public elementary schools are distributed throughout the two-and-a-quarter-square-mile area so that no child has to walk more than half a mile to school. For children who attend school in a nearby neighborhood there are underpasses providing safe means of crossing busy thoroughfares.



This is the general plan for the Western Addition District.

Residential
General commercial
Parks & playgrounds
Neighborhood and community shopping

E Elementary school
J Junior high school
SHS Senior high school
H Hospital

All other institutions
Land use indeterminate until location of connection between proposed Panhandle-Freeway and Van Ness Ave. is determined by A T P C transportation studies.

The Fillmore Street shopping district, once run-down and congested, is a modern community shopping center with ample parking space. It forms part of a community center in which there is a large playfield for young people and adults, tennis courts, a cultural and recreational center, including a branch library, and privately operated theatres and auditoriums.

Traffic which formerly sped through the Western Addition District along a dozen different streets now flows smoothly along a few broad, scientifically engineered motorways, such as Geary and McAllister Boulevards. Webster Street is a new wide street that facilitates north-south movement. Divisadero Street, an improved thoroughfare, carries a greater volume of traffic. Traffic originating in other counties and passing through San Francisco circles the city on a freeway along the Embarcadero or traverses the new Panhandle Freeway, which connects with the Golden Gate Bridge via Park-Presidio Drive.

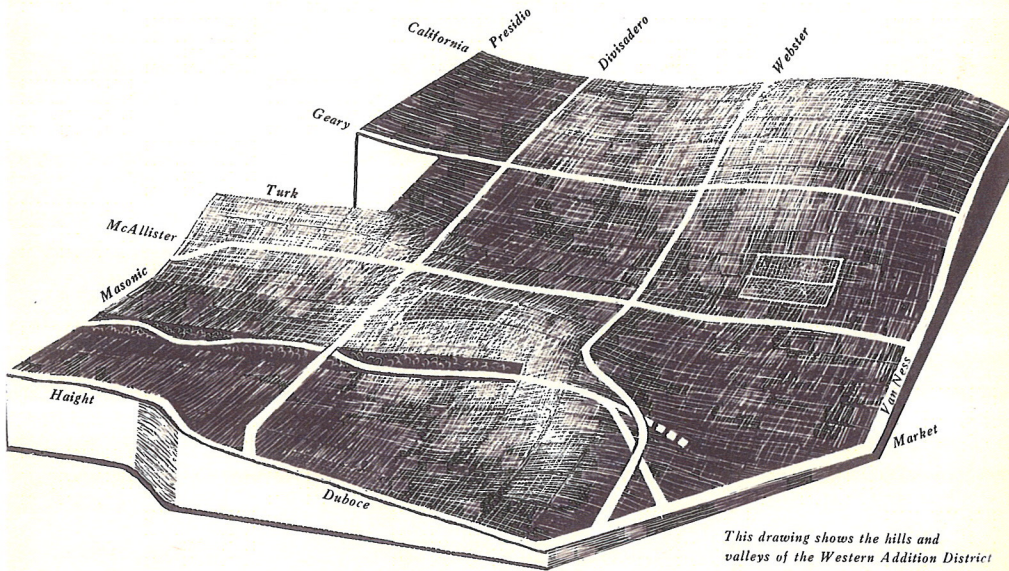
SPACE FOR LIVING, SPACE FOR PLAY

When it was a blighted area, the Western Addition District contained approximately 86,000 persons. Re-developed and integrated into the new San Francisco that has been guided by the Master Plan, it contains 75,000 persons.

It would have been possible to maintain the same population figure or to replan the area for an even larger population, but the residents would have had to live under unsatisfactory conditions. There is no crowding and congestion in these redeveloped neighborhoods. Playgrounds are ample for all the children who attend them; you don't see long lines of youngsters waiting to use the slides and other apparatus. You can move along the sidewalks in the shopping areas without getting jostled. You always find a seat at the forums and plays presented at the community center.

The general principle that the most favorably situated land should have the highest population density, or number of persons per net acre of land devoted to residential use, governed the replanning of the Western Addition District. Location, climate, view, and topography were considered in determining the relative desirability of areas and sites.

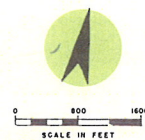
Since it is the consensus in San Francisco that the "best" land is that which affords a view, the crests and slopes of hills were designated high density areas. Some areas that are near the central business district but which lack views were thought sufficiently desirable from a locational standpoint to warrant rebuilding as high density areas. The valleys and most of the other level sections, designated low and medium density areas, contain principally families with children, since the level land provides growing children the most desirable play space.



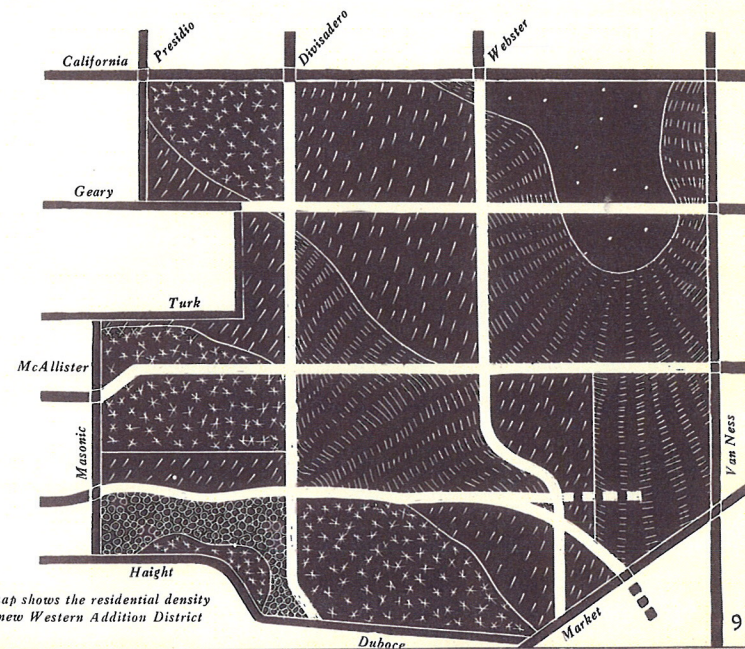
This drawing shows the hills and valleys of the Western Addition District

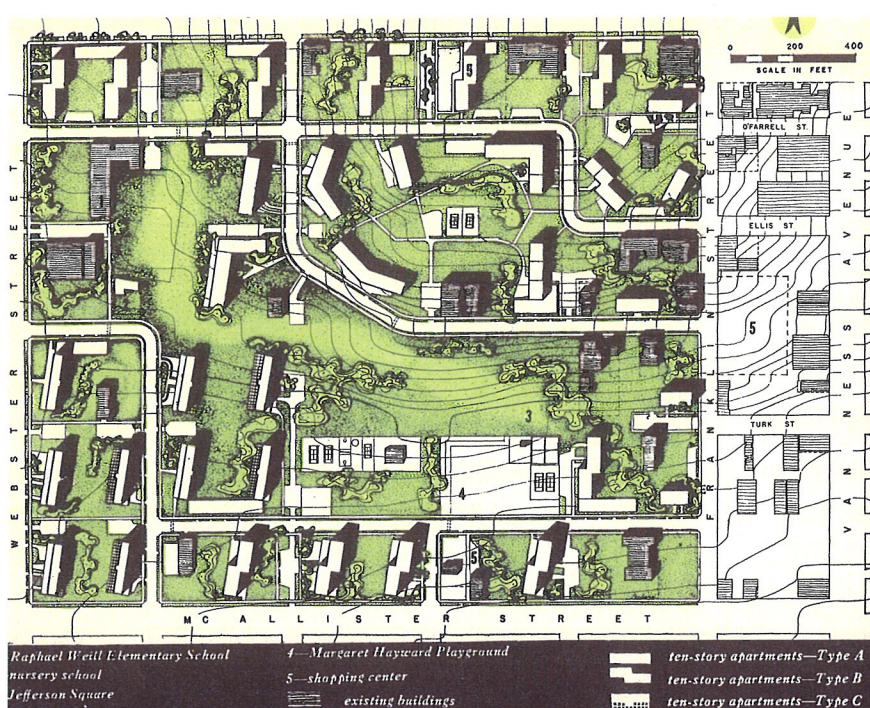
10-story apartment houses	6-story apartment houses	3-story apartment houses	2-story apartment houses	2-story row houses
20 per cent land coverage	25 per cent land coverage	30 per cent land coverage	30 per cent land coverage	30 per cent land coverage
200 persons per net acre	150 persons per net acre	100 persons per net acre	80 persons per net acre	60 persons per net acre
174 sq. ft. of open space per person	218 sq. ft. of open space per person	304 sq. ft. of open space per person	381 sq. ft. of open space per person	507 sq. ft. of open space per person

Persons per acre



This map shows the residential density in the new Western Addition District





Design for better living: site plan of the Jefferson Square Neighborhood, showing new and old buildings.

MORE CONVENIENT, SAFER

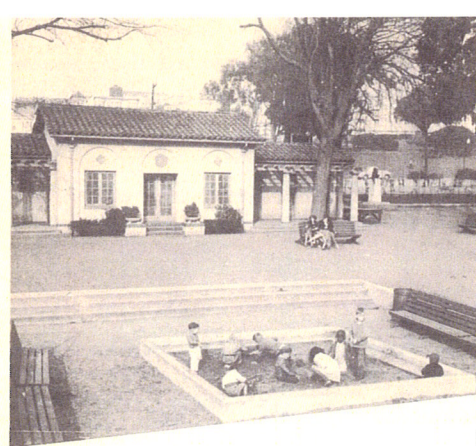
Redeveloping a blighted area is a good deal like remodeling and refurbishing a house. To improve the livability of a house, you may eliminate a useless hall, make a large room out of two small ones, or reduce an oversize kitchen so as to provide needed storage space. To achieve charm and comfort in the furnishings, you dispose of obsolete and battered pieces, keep the most handsome and the most useful and add well selected new ones.

The public agencies and private groups who cooperate in replanning and rebuilding a blighted area likewise decide upon new arrangements, conserve the good features of a neighborhood, and eliminate undesirable, obsolete, and worn out structures.

In the Jefferson Square Neighborhood the basic organization of the area has been simplified to create a safer and quieter environment. Streets not needed as vehicular ways have been closed and converted into parking areas, walks, or planted open space. A few others have become service roads. The park-playground and the public elementary school have been linked by a continuous green strip, so that children can walk from one to the other without crossing streets. The "accident potential" of the area has been reduced by elimination of a number of intersections. By decreasing the street area, traffic noises are minimized. Through traffic circulates on the wide boulevards bordering the area.

Among the substantial and familiar structures in the Jefferson Square Neighborhood that have been retained in the new plan are several institutional buildings and a number of apartment houses.

Site plan prepared with the assistance of Ruth Jaffe and M. H. L. Sanders, Jr.



small children's area—Margaret Hayward Playground

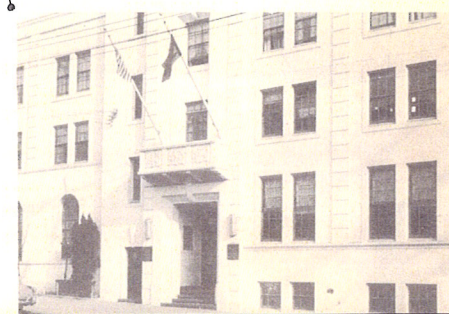
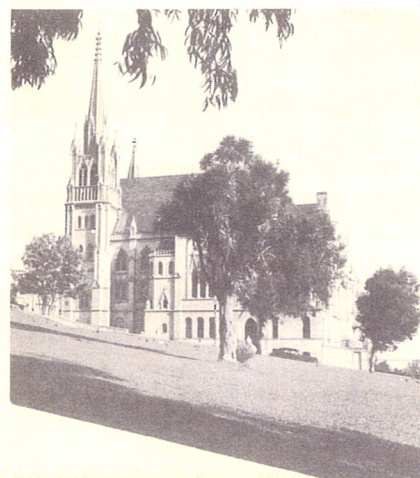
apartment houses on Eddy Street

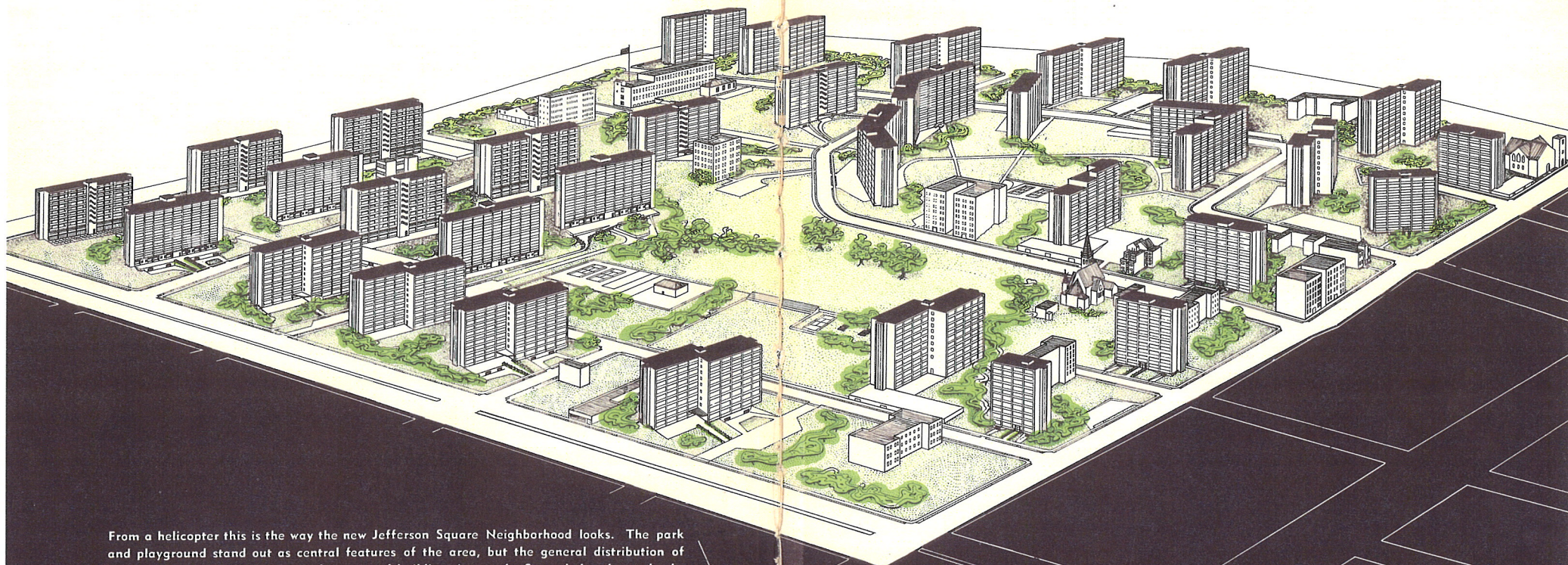
YMCA-YWCA on Buchanan Street

Family and Children's Agency on Eddy Street

Salvation Army Officers Training College on Laguna Street

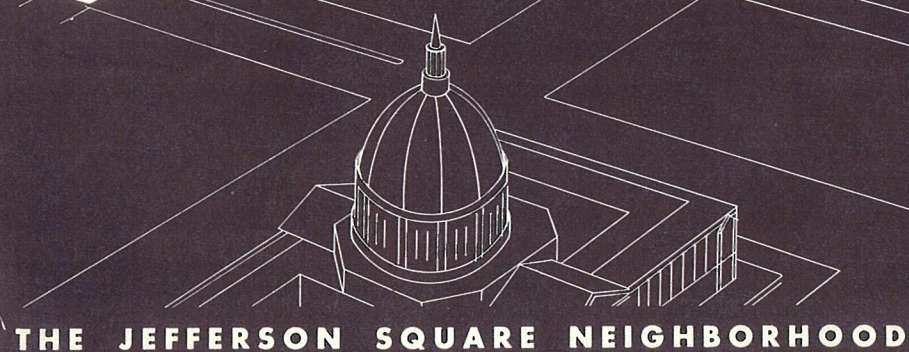
St. Paul's Lutheran Church from Jefferson Square





From a helicopter this is the way the new Jefferson Square Neighborhood looks. The park and playground stand out as central features of the area, but the general distribution of open space gives the impression of a group of buildings in a park. Several churches, schools, social welfare institutions, and substantial apartment houses that were built from 20 to 40 years ago have been enhanced by new settings planted to trees, shrubs, and lawns. Redeveloped, the 36-block area bounded by Van Ness Avenue, McAllister, Webster, and Geary Streets represents an investment of \$53,000,000, the greater part of it by private enterprise. The difference between the cost of acquiring rundown properties and the necessarily lower resale price to private groups represents the public investment. Rebuilt a few blocks at a time or as a whole, replanned neighborhoods offer opportunities for individual companies or groups of investors to participate in creating the new San Francisco.

The Jefferson Square Neighborhood was selected as the first redevelopment project area because (1) its future is relatively certain from an overall city planning standpoint; (2) it is near a permanent good development, the Civic Center; (3) it contains a park, playground, and school; (4) its location close to the central business district promises financial success to a rental development for families of moderate income.



THE JEFFERSON SQUARE NEIGHBORHOOD

APARTMENTS THAT SIMPLIFY HOUSEKEEPING

The Jefferson Square Neighborhood is tailor-made for the kind of people who live in it. Because it is close to the heart of the city and is attractive to single persons and other adults desiring a minimum of housekeeping responsibilities, it offers a large proportion of small and medium-size units in tall apartment houses. Building Type "A," shown here, has a variety of units, from efficiency apartments suitable for a single person or couple to four-room units that accommodate families of three or four persons.

The efficiency apartments contain one room to be used as a living room by day and as a sleeping room by night, an adjoining dining area opening into a small kitchenette, a bath, a large dressing room with built-in cabinets, and adequate closet space.

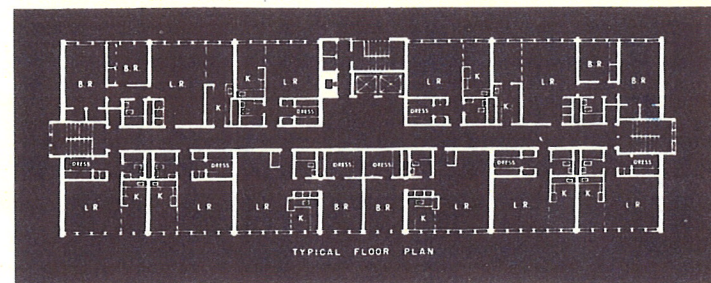
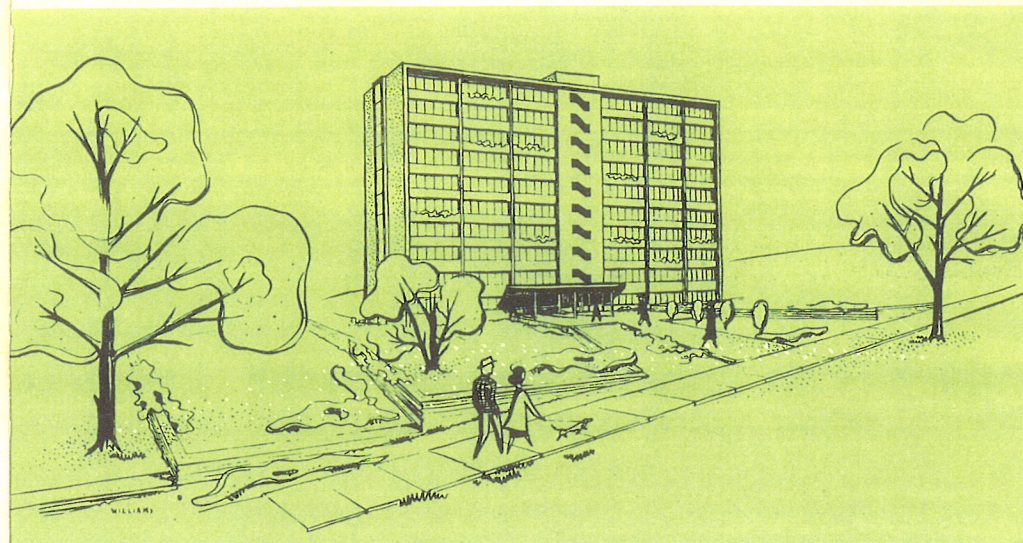
The three-room units include a separate bedroom and a large dressing room. These units are suitable for a single person, a childless couple, or a young couple with a baby.

The four-room units provide one large bedroom and one small bedroom.

More than half the units in the Jefferson Square Neighborhood are efficiency apartments because a study of long-range population and economic trends revealed that areas surrounding the central business district tend to appeal largely to single persons and childless couples who either work in the downtown district or frequent its shops, theatres, and restaurants. Two-fifths of the households in the new Jefferson Square Neighborhood consist of single persons and 48 per cent of two persons. Three-person and four-person households constitute but 12 per cent of the total in this close-in area.

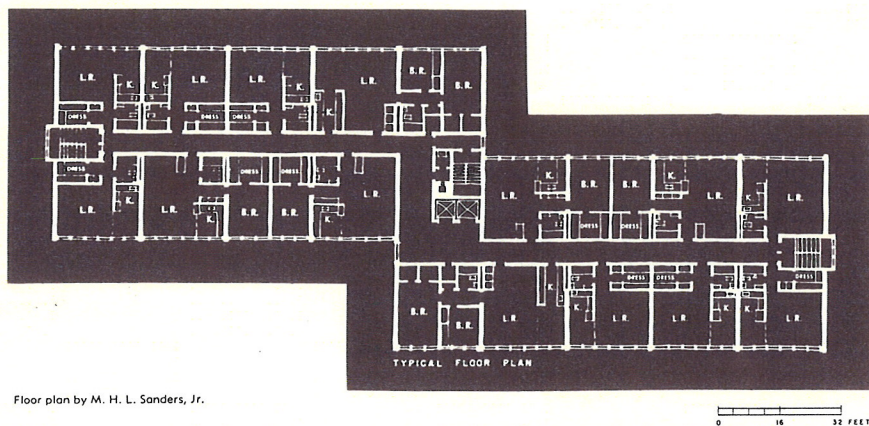
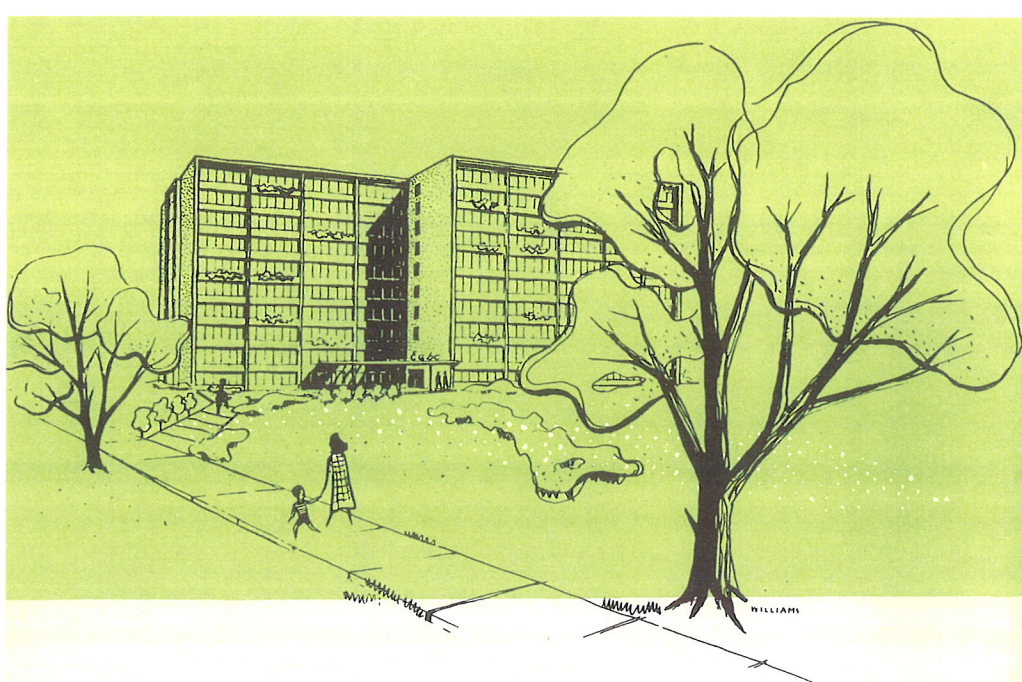
Tenants in the redeveloped neighborhood pay rent varying from \$25 to \$30 per month per room. From 15 to 20 per cent of them used to live in the area before it was cleared and rebuilt, for although it was a blighted area, it was not inhabited entirely by low-income families. Some of the other tenants formerly lived in the East Bay, in Marin County, and on the Peninsula. They decided to move to "the City" when they realized that, thanks to redevelopment, it offered the amenities that they had always associated with suburban communities.

In the blocks between Franklin Street and Van Ness Avenue there are three hotels (not shown on plans) exclusively for single persons. These hotels, which housing experts and social workers have long believed were needed in San Francisco, provide pleasant accommodations at reasonable monthly rates. Unusual features are low-cost dining rooms and various types of recreation rooms. Those who live in these hotels experience none of the loneliness that sometimes is the lot of single persons in a large city.



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Floor plan by M. H. L. Sanders, Jr.



Floor plan by M. H. L. Sanders, Jr.

BIG WINDOWS LET THE SUN IN

Windows form one entire wall of the living rooms and bedrooms in the apartments in the new Jefferson Square Neighborhood. The shut-in feeling that is the bane of those who dwell in ordinary apartment houses is no part of life here. All outdoors is yours whenever you glance out.

Building Type "B," like Type "A," contains two-room, three-room, and four-room units. Since the column spacing of the buildings permits any combination of these various-sized units, some floors contain mostly efficiency apartments, while others contain mostly three-room and four-room units.

Laundry facilities, storage areas, and utilities are located in the basements of the buildings.

On the advice of experts, planners assumed that one-third of the tenants would own automobiles. Storage space for automobiles is provided in basements and in one-story garage wings attached to some of the buildings. In general, the garage wings are placed so as to furnish protection from the wind for outdoor living or play areas. Here and there the steep grades in the project area permit the roofs of garage wings to be utilized for terraces. The roofs of certain basement garages that extend into the hillsides also are used in a similar manner.

Various types of storage facilities, including parking lots and multi-story garages of the open-deck type, were studied by the project planners, but only types which afford protection from the weather were considered. Separate multi-story garages of the enclosed type were rejected because they would require full-time attendants and would be less convenient than basement garages in inclement weather.

Ample outdoor parking space is provided near each apartment building for motorists visiting tenants and for daytime use of tenants.

Most of the buildings in the Jefferson Square Neighborhood are oriented slightly west of south because this orientation affords tenants the maximum amount of sunlight throughout the year. In general, buildings are spaced approximately 200 feet apart, so that during most of the year structures will not shade one another. In winter, however, some shading from buildings cannot be avoided, since ten-story structures cast shadows 400 feet long.

Project planners decided on ten-story reinforced concrete buildings as being the most economical to construct and operate in San Francisco. Apartment houses of this type also use the land to the best advantage, study disclosed. With less ground area covered by buildings, a greater amount of open space is available to each resident.

FOR FAMILIES WITH CHILDREN

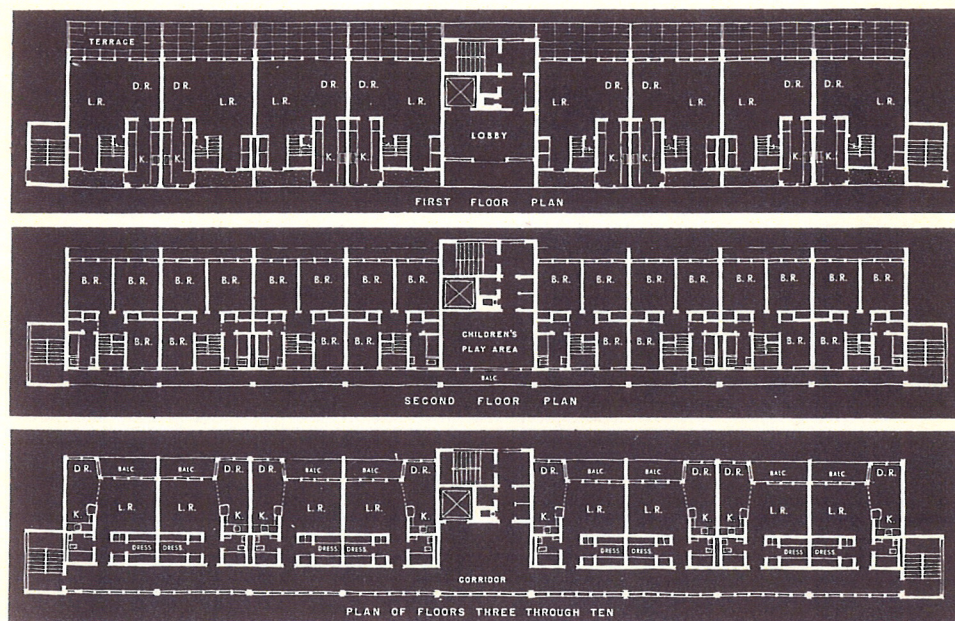
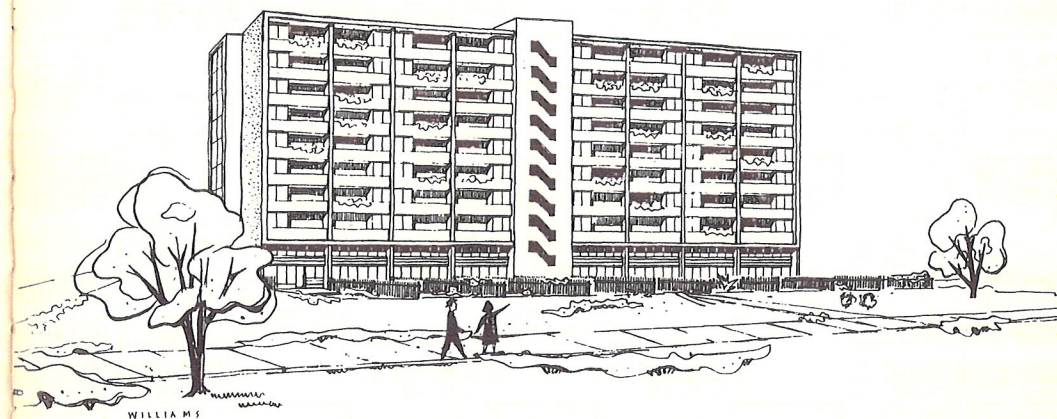
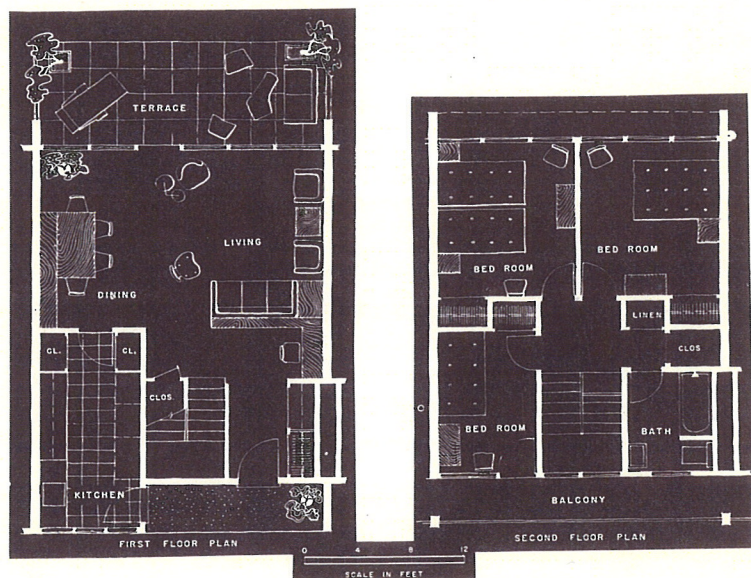
Families with young children do not live on the fifth, eighth, or tenth floors of apartment houses in the Jefferson Square Neighborhood. They occupy two-story apartments designed like row-house units, each with its ground-level main entrance and kitchen entrance on one side of the building and a private terrace and garden on the other. These special units for larger families form the first and second floors of Building Type "C." Each of the other eight floors contains eight efficiency apartments.

The first floor of the two-story units contains a large living-dining room, a spacious kitchen, and several closets. On the second floor are three bedrooms and a bath. A balcony extends across the front of the second floor, providing necessary access to stairways at either end of the building and to the indoor play area for children in the center of the building directly above the entrance lobby. Frosted glass in windows opening onto this balcony from the bath and small bedroom assures privacy.

For the convenience of parents and children, buildings of Type "C" are located near the park and playground and within easy walking distance of the Raphael Weill Elementary School and the nursery school.

Tenants in the efficiency apartments on floors three through ten do not come in contact with tenants of the two-story units as there is no connection between these units and the central main lobby, where the elevators are located.

The efficiency apartments in buildings of Type "C" have individual balconies opening off the living room. Since all balconies are on the east side of the building, they are protected from the strong west winds of summer.



Floor plans by M. H. L. Sanders, Jr.

LET'S FACE THE

PROBLEMS

Your new San Francisco is no idle dream. In New York private enterprise is rebuilding blighted areas. In Chicago, Detroit, Indianapolis, and other eastern cities plans have been prepared for the reclamation of deteriorated districts. What other cities have already accomplished and are expecting to accomplish, San Francisco can accomplish. But there are obstacles to be overcome before blueprints can be translated into concrete, steel, and glass—before open space with trees, flowers, and lawns can be substituted for decayed and crowded structures. These are the problems to which solutions must be found:



HIGH LAND COSTS

HIGH CONSTRUCTION COSTS

HOUSING FOR DISPLACED FAMILIES

RELOCATION OF DISPLACED BUSINESSES

DETERMINATION OF CONSTITUTIONALITY OF REDEVELOPMENT ACT

Experts estimate that the cost of acquiring land and "improvements" in the Western Addition District will be three or four times the present assessed valuation. Under the Community Redevelopment Act the property acquired may be resold, after it has been cleared and prepared for rebuilding, at 90 per cent of the acquisition cost, but private enterprise cannot afford to pay such a high percentage for building sites. Study shows that large grants from the Federal Government or State Government, or both, will be required to make possible a much greater write-down on blighted properties. To convince taxpayers that this is a sound proposition, it will be necessary to pound home the fact that blighted areas return in taxes less than half as much as it costs to provide them with police, fire, health, welfare, and other indispensable services.

With building costs now estimated at from \$9 to \$22 per square foot, private enterprise would find it extremely difficult to construct rental housing that would be within the means of families of moderate income. Until materials shortages have become less acute and until the tide of inflation has reached its crest and has receded, rebuilding of blighted areas will involve many difficulties.

San Francisco, like other California cities, has an acute housing shortage, having experienced a population increase of more than 100,000 since 1940. The Board of Supervisors could not approve any redevelopment proposal today because it would be unable to determine that adequate temporary housing is available at rents comparable to those which families in blighted areas are now paying, or that adequate permanent housing would be available within three years, as required by the Act.

Construction of new homes in nearby communities as well as in San Francisco will alleviate the situation and speed the possibility of redevelopment. Deferring demolition of temporary war housing, so that it may be used as temporary quarters for displaced families, also would encourage redevelopment.

Numerous small enterprises will face the problem of discontinuing operations or of relocating when blighted areas are cleared for redevelopment. The best managed ones may be able to reopen later in shopping centers in redevelopment projects, but many will have to shift elsewhere. In what other districts might the owners start anew with reasonable prospects of success? The City Planning Commission can provide information on long-range plans affecting other areas, so that merchants may consider carefully the selection of new locations.

Since no city in California has yet undertaken rebuilding of blighted areas under the Community Redevelopment Act, no case has come before the courts challenging the right of a redevelopment agency to acquire property in deteriorated districts under eminent domain proceedings, clear it, and sell it to private enterprise for redevelopment in accordance with the Master Plan of the community. If San Francisco should be the first city in California to initiate redevelopment, the State Supreme Court might decide constitutionality of the California law on the basis of an action brought by a local property owner. Because similar laws have been upheld by the highest tribunals of other states, there is reason to believe that the California Supreme Court would hold that redevelopment is a public purpose and that all society gains when blighted areas are reclaimed.

A C T I O N

ACTION TO CREATE A NEW CITY THROUGH REDEVELOPMENT MUST BE TAKEN NOT ONLY BY THE CITY AND COUNTY OF SAN FRANCISCO BUT BY THE STATE AND FEDERAL GOVERNMENTS. THE CITY PLANNING COMMISSION, THEREFORE, RECOMMENDS TO THE BOARD OF SUPERVISORS THAT:

THE BOARD OF SUPERVISORS

HOLD PUBLIC HEARINGS and thereafter formally designate the Western Addition District a redevelopment area in accordance with the provisions of the California Community Redevelopment Act. Such action would be a logical sequel to the Board's earlier resolution of intention to designate the District a redevelopment area. The public hearings would provide an opportunity for property owners to present their views.

REQUEST THE MAYOR, by resolution, to appoint a temporary Citizens' Committee on Urban Redevelopment, pending the establishment of a redevelopment agency. As part of its program to gain public support for restoration of blighted areas to well being, the Citizens' Committee should make a special initial effort to assist the public in distinguishing between a subsidy and an inescapable expenditure to rid the city of its trouble spots.

ESTABLISH AND PROVIDE FUNDS for a San Francisco redevelopment agency, which would seek to interest private groups in submitting economically feasible plans for rebuilding project areas within the designated redevelopment area. The agency would assemble land for resale to private enterprise but would not itself construct projects, since the Community Redevelopment Act specifically prohibits such agencies from engaging in building activities.

THE STATE LEGISLATURE

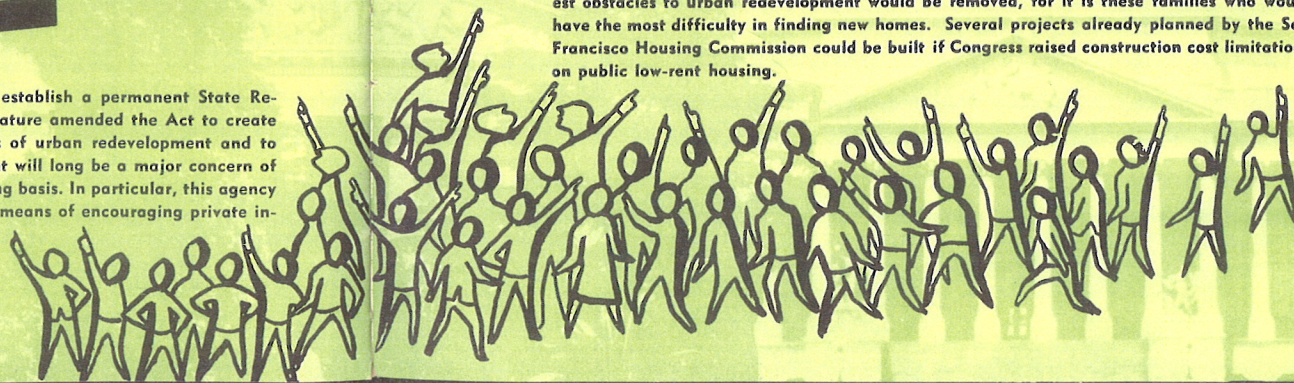
AMEND THE COMMUNITY REDEVELOPMENT ACT to establish a permanent State Redevelopment Agency. At its 1947 session the State Legislature amended the Act to create a limited tenure agency to carry on research in problems of urban redevelopment and to assist cities with technical studies. Because redevelopment will long be a major concern of California cities, State assistance should be on a continuing basis. In particular, this agency should study the desirability of partial tax exemption as a means of encouraging private investment in redevelopment projects.

THE CONGRESS OF THE UNITED STATES

ADOPT LEGISLATION establishing a national urban redevelopment policy. Two-thirds of the American people now live in urban areas, almost all of which have blighted districts. In the interest of the welfare of millions of Americans who live amid undesirable conditions, the representatives of the people should declare it to be the long-range policy of the Federal Government to help cities reclaim deteriorated districts.

APPROPRIATE FUNDS to aid cities in redeveloping their blighted areas. Almost no large American city, San Francisco included, can finance extensive land assembly for redevelopment from its own treasury. Unless Federal or State aid, or both, are provided, blight will continue to sap the vitality of urban centers and render the cities less and less capable of meeting ordinary expenditures for essential services. Congress also should authorize yield insurance to encourage private enterprise to undertake redevelopment projects. Such insurance would protect private enterprise against shrinkage of income below a fixed minimum.

EXPAND THE PUBLIC LOW-RENT HOUSING PROGRAM as a part of an overall program to create sound and stable cities. Most blighted areas will be redeveloped for families of moderate income. If low-income families now living in substandard housing in San Francisco's deteriorated districts could be relocated in public housing projects, one of the greatest obstacles to urban redevelopment would be removed, for it is these families who would have the most difficulty in finding new homes. Several projects already planned by the San Francisco Housing Commission could be built if Congress raised construction cost limitations on public low-rent housing.



A C K N O W L E D G M E N T S

STAFF

This report, written by Mel Scott, Consultant, and designed by Emmy Lou Packard, is based on a technical report entitled "Western Addition District Redevelopment Study," prepared by Mr. Scott under the general direction of T. J. Kent, Jr., Director of Planning, with the advice of Ladislav Segoe, Principal Planning Consultant, and with the assistance of the Staff of the City Planning Commission. The detailed study described in the technical report was made at the request of the Board of Supervisors of the City and County of San Francisco, to whom the report was presented on December, 29, 1947.

CITY PLANNING COMMISSION

Michel D. Weill, President
Gardner A. Dailey, Vice-President
Morgan A. Gunst
Mrs. Charles B. Porter
James J. Walsh

CITIZENS ADVISORY COMMITTEE

Morgan A. Gunst, who represented the Commission and acted as chairman.

Harry B. Allen	Morse Erskine	William G. Merchant
E. N. Ayer	John L. Hogg	Harold E. Wipey
Jefferson Beaver	Leland M. Kaiser	John Cahill

GOVERNMENT AGENCIES AND INDIVIDUALS

City, State, and Federal agencies, numerous private organizations, and scores of citizens of San Francisco contributed to the Western Addition District redevelopment study. Their assistance is acknowledged in the technical report on which this publication is based.

PHOTOGRAPHS

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LITHOGRAPHY

Neal, Stratford and Kerr printed the report.